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ABSTRACT

This paper traces Comprehensive Employment and Training Act (CETA) vocational education coordination activities that have occurred in the past and provides suggestions for activities that can be pursued at the local school district level to help school districts participate in the funding opportunities available under CETA. It is designed for school-based and community-based employment and training service deliverers and decision makers. Section 1 provides a review of literature related to CETA/vocational education coordination and addresses topics such as accomplishments to date, problems and issues in coordination, effective mechanisms for facilitating coordination, formal versus informal coordination, and resources for learning coordination. Sections 2 and 3 provide specific guidelines for a process which local educational agencies can use to organize both internally (section 2) to prepare to coordinate with CETA and externally (section 3) to seek and manage subcontracts with CETA prime sponsors. Appended material includes an overview of the CETA legislation. (LRA)

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Information Series No. 224

ORGANIZING TO WORK WITH CETA

written by

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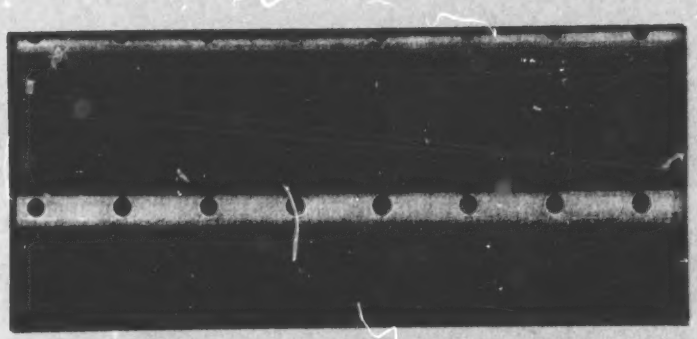

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FOREWORD

The Educational Resources Information Center Clearinghouse on Adult, Career, and Vocational Education (ERIC/ACVE) is one of sixteen clearinghouses in a nationwide information system that is funded by the National Institute of Education. One of the functions of the Clearinghouse is to interpret the literature that is entered into the ERIC data base. This paper should be of particular interest to school-based and community-based employment and training service deliverers and decision makers.

The profession is indebted to Thomas J. Jacobson for his scholarship in the preparation of this paper. Recognition is also due Robert L. McGough, Virginia Polytechnic Institute and State University; David W. Stevens, University of Missouri-Columbia; and Brian Fitch, the National Center for Research in Vocational Education, for their critical review of the manuscript prior to its final revision and publication. Susan Imel, Assistant Director at the ERIC Clearinghouse on Adult, Career, and Vocational Education, coordinated the publication's development.

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EXECUTIVE SUMMARY

This paper traces Comprehensive Employment and Training Act (CETA)/ vocational education coordination activities that have occurred in the past and provides suggestions for activities that can be pursued at the local school district level to help school districts participate in the funding opportunities available under CETA. It is designed for school-based and community-based employment and training service deliverers and decision makers.

Section 1 provides a review of literature related to CETA/vocational education coordination and addresses topics such as accomplishments to date, problems and issues in coordination, effective mechanisms for facilitating coordination, formal versus informal coordination, and resources for learning coordination. Sections 2 and 3 provide specific guidelines for a process which local educational agencies can use to organize both internally (section 2) to prepare to coordinate with CETA and externally (section 3) to seek and manage subcontracts with CETA prime sponsors. Appended material includes an overview of the CETA legislation. (LRA)

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INTRODUCTION

The Comprehensive Employment and Training Act of 1973 and the Amendments of 1978 were an attempt by the federal government to provide improved, coordinated cost-effective employment and training services in communities throughout the country. The federal government understood and supported the existing vocational education activities being performed in local school districts throughout the United States and made an effort in the legislation to enhance vocational education through coordination of these activities with CETA program activities.

The coordination of CETA and vocational education is mandated in Section 677.38 of the Comprehensive Employment and Training Act Final Rules and Regulations. It was the intent of federal legislators to bring vocational education and CETA together to accomplish the following five objectives as indicated in the Final Rules:

1. To coordinate programs under this Act with existing vocational education programs;

2. To coordinate the utilization of funds under the Act with the Vocational Education Act, as amended, to enhance economic growth and development in the state;

3. To develop linkages between vocational education and training programs under this Act with private sector employers;

4. To provide technical assistance to vocational education agencies to aid them in making cooperative arrangements with appropriate prime sponsors;

5. To provide information, curriculum materials, and technical assistance in curriculum development and staff development to prime sponsors.

The intended goal, coordination between CETA and vocational education on a local level, has not been realized in many places throughout the United States. What seemed reasonable and possible on a national and statewide level has proved to be most difficult to achieve on a local school district level. There are several reasons why the coordination of CETA and Vocational Education Act programs has not fully developed in the seven-year period of the operation of CETA.

Funding Levels

CETA has developed a completely new funding structure in working with the prime sponsor. The prime sponsor is a political organization that is locally determined in each community for the administration and operation of the Comprehensive Employment and Training Act. Because the prime sponsor is responsive to local conditions, its organization and development vary from one community to another. It might be located in the governor's office in one state, in the mayor's office of a large city, or in a consortium of small communities in rural areas. This new structure (the prime sponsor) often does not use traditional state-level routes of funding, such as

the vocational education section in the state department of education. The new CETA structure was unfamiliar to many vocational education program operators at a time (1973) when its funding was low and other funding was sufficient to operate existing vocational education programs. CETA programs began to develop independently of existing vocational education programs, but there seemed to be little concern about lack of coordination on either side. As funding for vocational education programs has stabilized and the funding for CETA increased, the opportunity for coordination has become more appealing to vocational education program operators. CETA program administrators are also beginning to appreciate the importance of coordinating CETA/vocational education program activities as funding decreases at both state and federal levels.

Contracting

Funding through CETA is a grant at the local (prime sponsor) level but the grant money is then subcontracted to the local school district. This transaction involves some rather subtle changes when operating CETA programs because of the strict specifications these subcontracts require. The funding agency (prime sponsor) indicates not only what needs to be done but also ways in which the work will be done. This is an unfamiliar and unappealing mode of operation for a school district that is accustomed not only to defining the program needs but also to having latitude to provide the strategies to deal with the needs. Also, because CETA programs are awarded in the form of a contract, vocational education program operators must use competitive bidding procedures with which they are not familiar. Vocational educators may prefer operating Vocational Education Act grants to learning the new procedures related to CETA contracts.

Management Procedures

The implementation of contracts rather than grants has imposed an entire planning, reporting, monitoring, and evaluating structure on the CETA program which affects the local school district's ability and desire to participate in CETA programs. CETA subcontracts require the development of a proposal for submission to the prime sponsor. In the operation of a contract, contract plans and budgets are closely monitored. This is a new and rather difficult procedure for most school districts. Many local school districts are unaccustomed to implementing and managing contracts and, rather than participate in this new, rather difficult activity, they may decide not to participate in CETA.

Fiscal Requirements

CETA programs involve many complex fiscal reporting procedures. These procedures are unfamiliar and in many cases unpalatable to local school district vocational education program administrators. Program budgets, for instance, are monitored on a monthly basis, and a loss of funds can result if monies are not expended during the intended program period. CETA operates on a fiscal year starting on October 1 rather than July 1, which can create budgeting problems throughout the year. The many fiscal requirements of CETA tend to dampen the interest of local school district vocational education program operators for participating in and coordinating with CETA. This attitude, coupled with sufficient vocational education funds in 1973, led to the development of parallel programs in both CETA and vocational education. In the ensuing years, between 1973 and 1980, local funding for vocational education and education in general has

decreased to the point where participation in CETA now seems more important. Local school districts are now faced with the task of coordinating with CETA programs, despite the fact that vocational education and CETA programs have developed and operated with limited cooperation over the last seven years.

This paper will trace some of the coordination activities that have occurred in the past and provide suggestions for activities that can be pursued at the local school district level to help school districts participate in the extensive funding opportunities available under CETA.

Section 1 provides a review of the literature related to CETA/vocational education coordination and provides a summary of what has been done in the past in this area. Sections 2 and 3 provide specific guidelines for a process which local educational agencies can use to organize both internally (Section 2) to prepare to coordinate with CETA and externally (Section 3) to seek and manage subcontracts with CETA prime sponsors.

CETA/VOCATIONAL EDUCATION COORDINATION: A REVIEW

Accomplishments to Date

This section reviews the recent literature on CETA/vocational education coordination. By reading this section, you can identify several references that will provide more complete information on this topic. This review indicates several points about CETA/vocational education coordination.

- Linkage between vocational education and CETA is mandated by the Comprehensive Employment and Training Act.
- Most of the emphasis on coordination has been at the national and state levels with less specific discussion about local education agencies.
- It has been found that coordination of programs, such as CETA/vocational education coordination, is difficult because of different rules, procedures, and philosophies between the cooperating programs.
- Coordination of CETA/vocational education may be inhibited by a lack of tangible incentives for these two programs to cooperate.
- The designation of the prime sponsor unit for CETA at the local level and the state educational agency for vocational education as the responsible planning unit has made communication and coordination difficult.
- Coordination depends on previous planning by the cooperating units so that shared goals and services can be identified. In many cases, this planning has not been completed; thus coordination is difficult or impossible.
- Particularly in the area of youth employment, coordination can be enhanced by the common interest of prime sponsors and local educational agencies in this area.
- Research indicates that monies that have been earmarked to stimulate cooperation have often been used to serve the target groups rather than to solve the functional problems of statewide coordination.
- It is promising to note that an abundance of training materials has been developed to help agencies learn how to coordinate CETA and vocational education.
- A number of guides have been developed to promote CETA/vocational education coordination. These include a description of CETA, possible areas of coordination, and model cooperative agreements.

- Coordination has been most successful when local educational agencies have identified the benefits of coordination and organized and planned internally before initiating cooperative arrangements with CETA.

The original CETA Law, subsequent amendments, and the rules and regulations continue to encourage and require coordination between vocational education programs and programs funded under CETA. Specific requirements and fiscal authorizations were written into the original Act under Section 202(c). An amount equal to 1 percent of the funds available for Parts a, b, c, and d of Title II (see Appendix) has been available to governors for coordination in the establishment of linkages with vocational agencies as provided in Section 202(d) of the Act. What becomes apparent upon a review of materials and position papers on coordination is that coordination is conceived from the top down, i.e., from the federal level to the state level to the local level. There are few examples of coordination from the local school district level upward to the county, the region, the state, and the federal government. The U.S. Office of Education (1979) published a guide to federal education funding in the specific areas of career education, vocational education, and education and work. The purpose of this guide was to inform prospective grantees and contractors of the various kinds of federal funding for research, development, innovation, and demonstration available through the Education Division of the U.S. Department of Health, Education, and Welfare. The intent of the report was to coordinate efforts of the National Institute of Education, the Office of Education, and other agencies (such as CETA) to avoid duplication of services. The National Association of State Boards of Education (1979) established a special task forces to discuss CETA and Vocational Education Coordination in Louisiana. Their position paper describes a potential for CETA/vocational education collaboration, particularly in the area of CETA Youth Employment and Demonstration Projects. The report fully decries the current lines of responsibility and communication, charts of funds, personnel, and program flow, and provides a matrix of communication lines among various state agencies involved.

There are numerous position papers that encourage local agencies to coordinate and collaborate with the federal and state levels, but there is an absence of guidelines for local school districts. Feldesman (1975) describes the legal and administrative impediments to cooperation between local sponsors of the Work Incentive Program and the CETA program. His report analyzes the legal and administrative difficulties that are likely to impede the efforts of state and local manpower program sponsors to coordinate these two funded programs operated out of the federal government. He found that there are different rules, procedures, and philosophies that exert a negative influence on coordination as an activity. Even though it is difficult, however, Feldesman encourages people to obtain and share financial resources and improve opportunities for clients through the development of cooperative arrangements.

Problems in Coordination

Beder et al. (1979) analyzed the nature of the delivery system for adult-occupational education provided by the public sector both in four New Jersey counties and nationally. His objectives were to describe, identify, and analyze existing linkage networks and to describe factors affecting articulation, factors facilitating or impeding collaborative linkages between providers, and user systems such as business, industry, labor, and CETA. Next, he recommended policy alternatives for enhancing effectiveness. The results of this study indicated that currently there is minimal coordination and cooperation, and sometimes sporadic and muted competition. Beder suggested that there was a general indifference from an ecological system perspective indicating no tangible incentives for institutions and state agencies to collaborate concerning their efforts.

Philosophical and organizational differences between the education and CETA systems, as well as the question of the adequacy of incentives and the problem of resistance to change, are barriers to coordination explored by Atteberry and Stevens (1980). They suggest that even though there has not been enough attention at the national level to the potential for CETA vocational education linkages, there is much that can be done at the local level to initiate cooperative efforts.

Stevens (1979) suggested that there are two quite distinct aspects of cooperative ties between the vocational education and CETA systems: the opportunity to cooperate and the incentive to do so. He concludes that even though the Vocational Education Act and the CETA Amendments provide opportunity for cooperation, neither piece of legislation stresses incentives except the designation of CETA funds. Furthermore, he states that this situation may create an atmosphere which is less conducive to genuine cooperation than would exist otherwise.

The League of Cities/Conference of Mayors (1979) touched on coordination problems and incentives for coordination when they discussed the impact of CETA on institutional vocational education. Their report covered the impact of CETA on institutional vocational education during the second year of CETA implementation. It was concluded that differences in philosophy and continuous turf protection inhibited coordination at the local level, and that the main local incentive for increased coordination is CETA money. Campbell-Thrane (1979) also discussed examples of turf protection in a speech presented at the 1979 CETA/Vocational Education Linkage Conference, indicating that historically, federal agencies have had difficulty cooperating to serve people because of turf protection, funding sources, determination formula, and differences between funding and provisions. She cited examples of programs from many states that are examples of coordination. In addition, several programs are singled out and offered as evidence of cooperation and coordination between CETA and labor unions, Community Action Programs, local high schools, state employment agencies, and community colleges.

Dialogue Systems, Incorporated (1977) evaluated a demonstration program in Suffolk County, New York in which the Work Incentive Program was transferred from the Employment Service to the CETA prime sponsor and other functions were realigned to minimize a duplication of services between the Employment Service and the CETA prime sponsor. This report enumerates the types of problems that may arise in efforts to realign functions previously performed by one agency through the transfer of those responsibilities or similar responsibilities to CETA programs.

Issues in Coordination

Coordination of CETA and vocational education programs is a difficult issue that starts at the state level. Rawlins (1975) examined the impact of CETA on relations between state and local manpower agencies in Washington. He suggests that one of the problems of CETA is that it involves decentralized planning where decentralized political jurisdictions do not coincide with labor markets. The study also spotlights the issue of possible conflicts between local autonomy, state coordination, and federal requirements. The National Commission for Manpower Policy (1975) issued a report related to the coordination of federally supported manpower programs, including those arising under CETA. The report suggests that two programs cannot be coordinated unless the individual programs are involved in planning activities that lead to the identification of areas of possible coordination.

The need for planning in educational programs was emphasized in a report by Meyers et al. (1979). This report, sponsored by the National Association of State Boards of Education, gives

detailed information on the roles of the different levels—state and local boards of education—in setting the standards on specific issue areas, thus providing the framework for cooperative planning and coordination between competing programs. The importance which Congress places on coordination of programs was evident in joint hearings before the Subcommittee on Elementary, Secondary, and Vocational Education and the Subcommittee on Unemployment Opportunities of the Committee on Labor for the House of Representatives in June, 1979. These hearings focused on the level of cooperation between educational agencies and CETA programs serving youth. Hoyt et al. (1979), conducted a series of fifteen mini-conferences on LEA/CETA collaboration for Career Education. These conferences involved Local Education Agency (LEA) and Comprehensive Employment and Training Act (CETA) representatives from a sample of communities from across the country. In this report, Hoyt shows examples of coordination and of protection of turf. He notes that (1) there are common threads of concerns; (2) there are no basic problems raised to which multiple solutions have not already been found by some communities; and (3) it is amazing how rapidly and well these communities made the LEA/CETA agreements work.

The Middle Cities Education Association (1979) in Michigan attempted to describe and evaluate the impact of the 1976 Vocational Education Act upon CETA-postsecondary vocational program coordination. Among the conclusions drawn from this national survey of state vocational education directors and executive directors of State Manpower Services Councils and state advisory councils for vocational education was that the 1976 Vocational Education Amendments were perceived as having contributed to an increase in coordination. They also indicated a positive relationship between State Manpower Services Councils and the state advisory councils for vocational education. In the same study, results from state level in-depth interviews in Michigan, New Jersey, and Texas indicated that the legislation had a minor impact on coordination and that moderate increases have occurred in the respective relationship between CETA and vocational education administrators.

Effective Mechanisms for Facilitating Coordination

Brower et al. (1979) designed a reference for practitioners interested in implementing or improving vocational education programs to serve disadvantaged youth. This report contains the results of a nationwide study of institutional interface between vocational education and CETA programs under Title IV of CETA. This report is a valuable resource for local educational agencies that are interested in coordinating and that understand the need to coordinate. The issue, however, really seems to be understanding the importance and necessity of coordinating competing, separately funded programs rather than knowing how to coordinate. MDC Incorporated (1977) studied the utilization and effectiveness of CETA Title I special grants to governors for the expressed purpose of stimulating statewide coordination. They found that the emphasis of these efforts was on serving certain target groups rather than on solving functional problems of statewide coordination. The study also concluded that CETA, as presently written, may have unrealistic expectations of states and governors for implementing coordination.

Formal Versus Informal Coordination

Stevens (1979) reviewed historical origins and examined current CETA/ vocational education relationships to establish a research and development agenda for the immediate future. In the report, he suggested that current ties are usually informal, unstable, and less than adequate in terms of mutual program objectives. Furthermore, he states that anecdotal evidence from CETA

staff persons suggests that local education administrators above the vocational division represent a major barrier to effective working relationships.

A report on human resources needs assessment for comprehensive planning, prepared by Lane et al. (1975), indicated that most coordination that occurs between the staff of the CETA prime sponsors and the service providers in other agencies is informal. Some reasons for this are that there is no common base, no adequate method for tracking clients in the manpower service systems, and no specific role of elected officials in respect to coordination of services. This small report is rather profound, however, in that it highlights the fact that most effective coordination is informal rather than formal. This notion should be considered when encouraging coordination on a local level in a program that is as decentralized as CETA.

Resources for Learning Coordination

For those agencies that want to coordinate activities between CETA and vocational education, there is an abundance of training material available. Pautler (1978) has developed a series of human resource management monographs specifically on CETA/vocational education coordination. These course outlines allow learners to acquire a background knowledge and understanding of federal legislation in vocationally oriented human resource programs sponsored by the U.S. Department of Education and the U.S. Department of Health, Education, and Welfare. Eppley (1978) offered a course to prepare administrators and faculty at Cuyahoga Community College, Ohio, for a more active role in implementing a Comprehensive Employment and Training Act Program. In this course, he also indicated a process by which subcontractors could procure CETA funds. These materials deal with the specifics of operating CETA programs by providing instructional modules in accounting, composition, and other related areas to teach manpower training employees how to operate mandated government programs.

The fiscal operation of CETA is one of the most complex and taxing deterrents to CETA/vocational education coordination. In order to cope with this, Gunn (1977) developed a training course to introduce students to the problems in accounting methods used in CETA programs. There are other references available, such as one by Franklin (1979), that were specifically prepared as guides to CETA for educators. Franklin specifically details the organization and network of CETA and presents a model for CETA implementation. Another reference developed to encourage coordination between CETA and vocational education was prepared by the U.S. Bureau of Occupational and Adult Education (1979). This is a guide to coordinating CETA/vocational education legislation affecting displaced homemakers programs. While this reference is aimed at displaced homemakers, it can be applied to many areas because it discusses coordinating resources.

Urban Management Consultants of San Francisco (1976) prepared a series of coordination guidelines for vocational and adult education and CETA programs. The guidelines were prepared for educational administrators at the state and local levels, and were intended to serve four major purposes: (1) to explain CETA and how it works, (2) to point out potential areas for coordination which may benefit clients and administrators of vocational and adult education and CETA programs, (3) to present a brief and practical analytical framework for identifying other coordinating arrangements, and (4) to review key management techniques that have proven to be of value in the negotiation and implementation of coordination arrangements. Other sets of guidelines were prepared for other federal programs such as programs under Title XX of Social Security, programs funded under the U.S. Department of Health, Education, and Welfare, and programs funded under the Vocational Rehabilitation Act. While this series of guidelines is complete, it does not provide specific suggestions for the local level.

The National Association of State Boards of Education (1979) established a task force on activities in Maryland, Louisiana, and Minnesota regarding CETA and education collaboration activities on three specific policy issues. From this task force, the Association developed a six-step collaborative process used in each state. The state of Minnesota (Minnesota CETA, 1979) developed a set of guidelines for establishing and cooperatively administrating programs initiated by CETA and local education agencies. The handbook is based on information collected from people who successfully operated such joint ventures. It discusses five aspects of joint planning such as mutual understanding, processes to facilitate joint planning, time schedules, budget, and formal agreements. Also included are samples of model linkage agreements and sample budgets. Another example of a training package, *How to Successfully Fund Guidance and Training Programs Under CETA*, was developed for the local level by Jacobson (1980a). This document was used in a series of six statewide seminars in California and proved effective in informing local district administrators of the possibilities for participation in the CETA program. The seminars were also effective in changing local school district personnel attitudes about participation in CETA, and in developing an understanding of the complete CETA process and its effect on other funded programs in local schools.

There are many instructional materials that suggest procedures for coordinating and linking the activities of vocational education and CETA. These guides are aimed at different levels and different organizations within the public educational sector.

Examples of Successful Cooperation

The Institute for Manpower Program Analysis Consultation and Training Incorporated (1977) indicated in a report based on the experience of nine CETA/State Employment Security Agency projects that partial linkages can be successful, but they require time and effort to put in place. They also felt that such efforts can improve CETA/Employment Service relations in program performance but that regional and state officials may have to exert some pressure to stimulate coordination as well as to provide support and guidance to encourage prime sponsors and employment security agencies to coordinate their activities. This control emphasis is very difficult in decentralized programs such as CETA.

What has not been thoroughly explained in other studies and reports is the inherent benefits to the local school district that can result from CETA/ vocational education cooperation. This seems to be a missing link in the literature. Jacobson (1980a) describes approaches to CETA/vocational education coordination at both the district and state levels. In his report, a model for coordination and articulation between local education agencies and externally funded agencies is discussed. This model is proposed as the primary step required of any district prior to initiating coordination with another agency such as CETA. This model is based on the assumption that the staff within school districts will work on externally funded programs such as CETA if they are informed and involved. If the program is hastily acquired without adequate support being developed, it will probably be rejected by a majority of the staff within the local school district. This model proposes that involvement equals understanding and understanding equals participation. Involvement as a process has also been used in other areas to stimulate participation in the CETA program from private sector employers and community-based organizations as reported by Lecht and Matland (1979), Abt Associates Incorporated (1979) and Rubio (1979)

A PLAN FOR CETA/VOCATIONAL EDUCATION COORDINATION AT THE LOCAL LEVEL
PHASE I: INTERNAL ORGANIZATION

Before a local school district can deal with an external funding agency such as CETA, it must first develop and implement an internal structure.

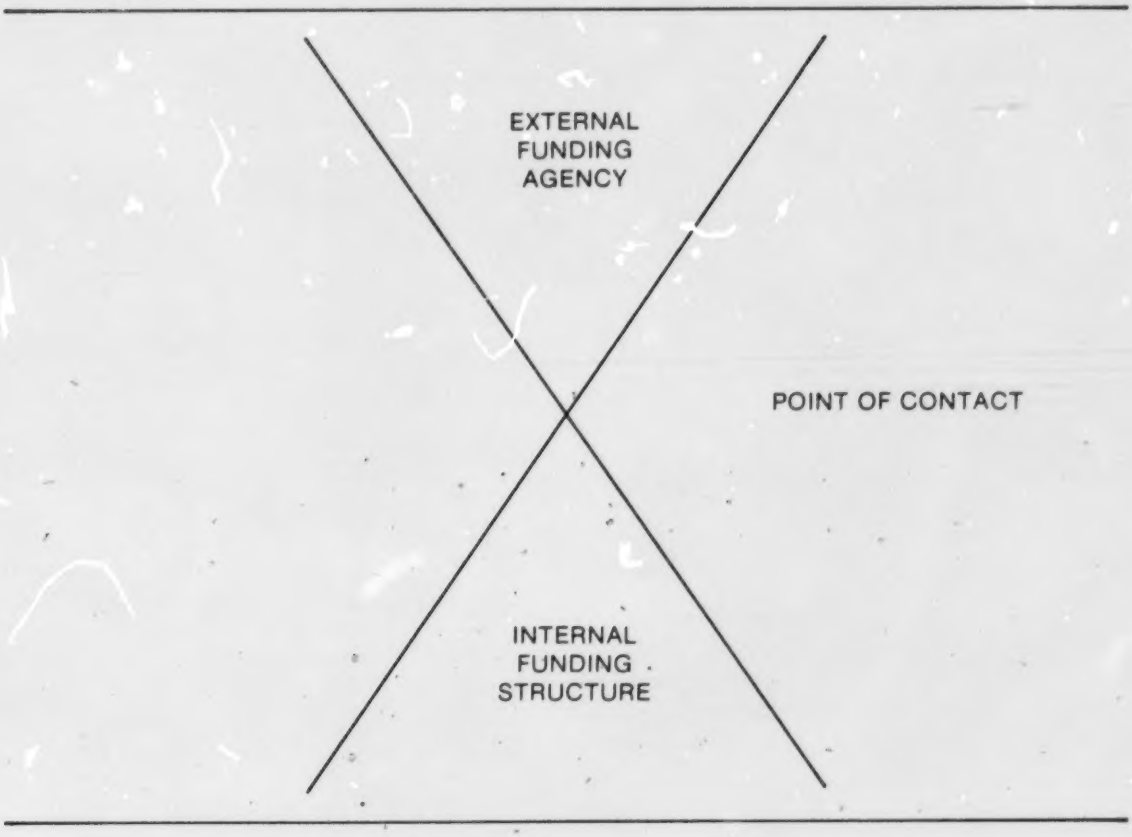

Figure 1. *District Model for Internal/External Articulation*

Because coordination with CETA includes subcontracting, filing proposals, negotiating, and making commitments that obligate the local educational agency, it is necessary to set up a formal structure that makes this activity a legitimate, designated part of the school district operation. Over time, those program administrators who have not taken this step to secure a firm foundation for participation in CETA or other externally funded programs have found that

developing this internal structure is an important fiscal, psychological, and procedural step. Without formal district commitment, you are functioning on your own.

There are several procedures that a local education agency must develop to coordinate with CETA.

Designate Responsible Director

Designate one staff member to be responsible for the development, submission, negotiation, operation, monitoring, and evaluation of CETA programs. Because CETA participation involves the operation of a contract, it is necessary to have only one designated point of contact between the local school district and the designated CETA prime sponsor. The school district will be applying for a contract with the intent of completing it in accordance with the written plan and proposed budget. For this reason, it is necessary for the school district to protect its position by limiting the number of district personnel involved. The designated director would make all contacts with the CETA prime sponsor.

Because contracts are negotiated and dollar amounts are involved together with fiscal liability, it is necessary to have a more structured, organized operation than is required under entitlement (grant) programs like those funded through the Vocational Education Act. However, designating one staff member to be responsible for CETA programs may cause some difficulty within your school district. Personnel may not be used to having their activities limited and their feelings of professional pride may be bruised. This situation should only be temporary, however, because the effectiveness of this system in dealing with the prime sponsor will be evident immediately, especially if your local school district has not had extensive interaction with CETA in the past.

Give Official Recognition to the Director

Develop a district policy statement endorsing the designated director as the sole contact for interaction with the CETA program. It is necessary to have a governing board commitment to the activities that will be undertaken in order to participate in the CETA program. One requirement of a CETA contract is prior approval in writing by which the governing board delegates authority to enter into negotiations and related contracts with CETA programs. This requirement is a legitimate one for CETA because it is important to ensure that the personnel with which they negotiate truly have authority for such activities, and that the governing board of the school district understands this relationship and has committed itself to these activities in writing. An example of the governing board statement is this one from the Grossmont Union High School District in California:

STATE/FEDERAL AID

(GRANTS AND CONTRACTS)

The Governing Board hereby establishes a Grants and Contracts program. The purpose of this program is to seek and obtain funds from external sources for the purpose of enriching existing programs, accelerating the implementation of new programs, conducting research regarding district activities, obtaining financial aids for students so

they may pursue their educational objectives, and initiating staff development and school improvement to increase the quality of the educational program offered in the Grossmont Union High School District.

The superintendent or his/her designee shall develop standard procedures for the preparation of proposals for seeking such external funds, and which will provide for a review by appropriate staff members, and Board approval of such proposals.

Develop District Support Structure

Develop a district support structure in order to take advantage of externally funded programs such as CETA. An example of the levels of support needed to successfully fund grants and contracts under CETA is shown in figure 2 (Jacobson 1980a, 8-12).

To operate CETA grants and contracts successfully, a complete chain of support must be developed to include individuals at all levels within the school district, from those in separate departments to district administration and the governing board level. The following discussion of each level in the support structure within the district indicates the importance of the level in the overall operation of CETA grants and contracts within the district.

Level 1. It is important to involve all individuals within a local school district in a search for new, effective ideas for the implementation and operation of grants and contracts under CETA. In many cases, there will be no new ideas and very little interest. In some cases, however, you will receive new ideas that will help you develop effective competitive programs. At the same time, you also will develop a basis of understanding, support, and commitment to the CETA program from total district staff. This commitment from individuals throughout the school district is important if the program is to survive over time. Many school districts make the mistake of first getting a program funded and then trying to build support from individuals within the district. This practice has proven to be ineffective.

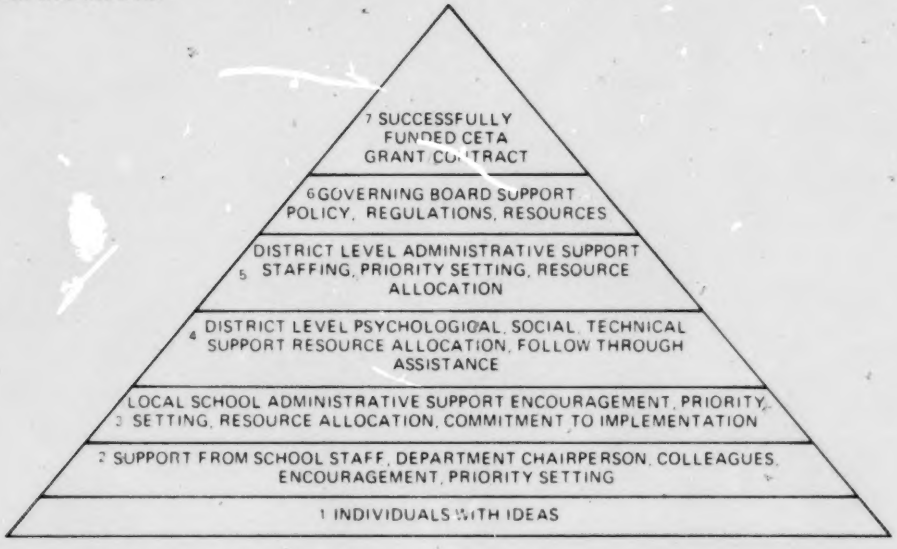
7 SUCCESSFULLY FUNDED CETA GRANT CONTRACT
6 GOVERNING BOARD SUPPORT POLICY, REGULATIONS, RESOURCES
5 DISTRICT LEVEL ADMINISTRATIVE SUPPORT STAFFING, PRIORITY SETTING, RESOURCE ALLOCATION
4 DISTRICT LEVEL PSYCHOLOGICAL, SOCIAL, TECHNICAL SUPPORT RESOURCE ALLOCATION, FOLLOW THROUGH ASSISTANCE
3 LOCAL SCHOOL ADMINISTRATIVE SUPPORT ENCOURAGEMENT, PRIORITY SETTING, RESOURCE ALLOCATION, COMMITMENT TO IMPLEMENTATION
2 SUPPORT FROM SCHOOL STAFF, DEPARTMENT CHAIRPERSON, COLLEAGUES, ENCOURAGEMENT, PRIORITY SETTING
1 INDIVIDUALS WITH IDEAS

Figure 2. Levels of Support Needed to Successfully Fund Grants/Contracts Under CETA

Level 2. Support must be encouraged from school staff, department chairpersons, colleagues, and others. Their involvement in priority setting can help this process. This means that in the planning and proposal preparation stage, the time and resources must be available to district personnel to plan CETA programs effectively. Planning should take place during the normal school day with appropriate substitutes and clerical support provided, rather than on weekends or at night. If this level of commitment is not encouraged at the proposal preparation stage, it is doubtful that commitment will develop later, once a program is funded. From time to time, it is possible to see crusaders in any school district who are working at night, on weekends or holidays, or during vacations, while carrying on their usual responsibilities, in order to obtain external funding. You can depend on these stalwarts in some cases, but over an extended time period they tend to "burn out" because of overwork and because the rest of the staff is not showing a genuine concern for or commitment to the program.

Level 3. Local school administrative support, encouragement, priority setting, resource allocation, and commitment to implementation is needed during this period when preplanning of program operations is completed. Administrative commitment is shown in the setting of priorities that permit significant segments of the school staff leadership to be free from regular responsibilities for designated periods of time in order to plan, implement, and evaluate CETA programs. The resources that are spent on substitutes to allow existing staff to develop required proposals and budgets are an indication of future commitment to and support of CETA programs. Experience has shown that an organization that has no time to prepare and submit a proposal will probably have no time to implement that proposal if it is funded.

Level 4. Technical support, resource allocation, and follow-through assistance need to be provided at a district level from an office of grants and contracts, special projects, or similarly titled office. Preparing proposals and budgets, negotiating contracts, and preplanning total programs are not familiar activities to most local school district personnel. To accomplish these tasks, staff need psychological support that endorses the endeavor and the technical and resource support required to prepare an effective application, such as professional and clerical assistance. With these resources, the proposal can be submitted on time and a contract negotiated.

Level 5. District level administrative support, staffing, priority setting, and resource allocation show that the school district understands the importance of and commits itself to the successful submission, negotiation, funding, operation, and evaluation of externally funded programs such as CETA. Support at this level means that the district will staff a position such as director of grants and contracts, set district priorities that include externally funded grants and contracts such as CETA, and provide the necessary personnel to monitor and support grants and contracts such as CETA. This district level administrative support communicates to the total school district and to outside agencies that there is a firm commitment and dedication to the successful acquisition and implementation of any grant or contract that is obtained.

Level 6. Governing board support with policies, regulations, and resources shows a firm commitment on the part of the governing board to the acquisition, operation, monitoring, and evaluation of CETA grants and contracts. These written policies and regulations show a commitment by the governing board of a local school district to follow through and to implement grants and contracts. They also substantiate a financial commitment on the part of the governing board to provide district staff and resources as needed for the successful operation of CETA grants and contracts when approved. Policies and

regulations communicate to external funding agencies and specifically to a prime sponsor that the school district is not just temporarily interested in this area but willing to commit itself over a long time period to the successful operation of CETA- funded programs.

Level 7. CETA programs need the support of all six previously described levels if they are to get funded initially and to be operated effectively. If any level of this support structure is omitted, the district will have difficulty getting proposals funded and operating those which are funded.

Conduct Staff Development Program

The school district needs to develop and operate a staff development program for externally funded programs such as CETA. This needs to be an ongoing activity if the staff is expected to be kept informed about requirements of the CETA program in particular, and externally funded grants and contracts in general. External funding is unfamiliar to most local school district staff.

Grants

It is important for staff to understand the definition of a grant. A grant is a gift of money given to the district by an external funding agency to carry out an agreed upon project or activity. Grants have the following characteristics:

—Most grants are competitive.
—Some grants are allocated based on a formula or an entitlement.
—Grants are secured through vehicles known as proposals.
—The grant proposal must convince a funding agency that—

- the applicant can qualify, and
- the strategies fall within the scope of priorities for the funding agency.

Contracts

Contracts differ from grants in that the funding agency has a service it wants performed. The district may submit a bid for performing the service. Contracts are usually awarded to bidders based on the cost of the service and the bidder's ability to perform the service.

With external funds diminishing at a rapid rate, it is imperative that school districts in general, and their staffs in particular, understand the process and become more competitive in obtaining and operating contracts. The federal government and many state governments are currently shifting to contracts rather than grants in externally funded programs.

A PLAN FOR CETA/VOCATIONAL EDUCATION COORDINATION AT THE LOCAL LEVEL
PHASE II: EXTERNAL COORDINATION

In Phase I, you have developed an internal structure within your local school district in preparation for external operations with your local prime sponsor. Once your internal structure is in place within the district, you will be able to deal with external funding agencies, and you will be in a position to deal with your prime sponsor, which is your local contact with CETA. Because most school districts are already involved in the operation of Vocational Education Act programs, no mention will be made of how to organize, integrate, and coordinate Vocational Education Act funding. The primary task of the school district is to obtain funding under CETA, so that CETA funds can be coordinated with existing vocational education programs that now exist in each school district. The suggestions about procedures that follow are taken from Chapter 9, "Steps to Obtain a CETA Contract," in *How To Successfully Fund Guidance and Training Programs Under The Comprehensive Employment and Training Act* (Jacobson 1980b), which is based on prior work available in *A Guide To Seeking Funds From CETA: A Booklet To Assist Individuals And Organizations To Learn How To Apply For CETA Monies*, (U.S. Department of Labor 1977).

The primary purpose of the Comprehensive Employment and Training Act (CETA), as amended, is to decentralize the design and delivery of employment and training programs to the state and local government levels. Because it is localized and operated through the prime sponsor, there is no set of directions or procedures to follow that would work with all prime sponsors. The intent of the CETA legislation was to allow local decision making in the development and operation of human resource training programs. This, then, is the key to understanding the prime sponsor and participating in the structure in which local decision making operates. The following steps are suggested to the local school district representative who will approach the prime sponsor in order to obtain a grant or contract under CETA.

Step 1: Obtain and Read the Comprehensive Employment and Training Act. You need to read, understand, and follow the Comprehensive Employment and Training Act, as amended in 1978 (Public Law 95-524). As a local school district person dealing with the CETA prime sponsor, you are a potential contractor. In order to be effective, you must have relevant, up-to-date information on the CETA program. Many potential contractors have a tendency to obtain their information verbally and to assume that the information that they obtain from others is complete and accurate. Because they do not do basic research, they fail to do a complete analysis of CETA and to know what is actually authorized within the law. Before you contact the prime sponsor to initiate CETA funding in your local school district, take time to obtain and read a copy of the Comprehensive Employment and Trainng Act. You can obtain a free copy simply by calling your congressional representative or senator and requesting it.

Step 2: Obtain and Read the CETA Rules and Regulations. The "Rules and Regulations" as published in the *Federal Register* (Tuesday, May 20, 1980) determine how CETA must be implemented throughout the United States and its possessions. The "Rules and Regulations" are just that—the rules of the game. To understand why the prime sponsor does certain things and operates in prescribed ways, it is necessary to read the "Rules

and Regulations." This may seem like common sense to most people, but usually this is not done by local school districts. Most read the request for proposal (RFP) that is published by the prime sponsor and assume that it lists all of the options available under CETA. Remember, however, that the local RFP is an interpretation of the "Rules and Regulations" and should be treated accordingly. As an applicant for a subcontract under CETA who is also interested in coordinating CETA/vocational education funding, you should know of all the possibilities that are available under CETA. Most applicants do not propose extensive, coordinated, linked services in their program plans but instead limit them to basic services such as training and placement that are listed in the RFP.

The "Final Rules and Regulations" to implement CETA detail an extensive number of options, available to local school district program administrators from the CETA program, that can be coordinated and integrated with other functions currently provided under Vocational Education Act funding. The CETA Rules provide for other services such as extensive assessment, counseling, occupational information presentation, career decision making, job search assistance, and job placement. Therefore, it is imperative that you study the services that may be provided under the different titles of CETA, then integrate them into and coordinate them with your existing vocational education programs. Remember also that it is important to review each title and program separately whenever an RFP is developed or a program is planned under CETA. The "Rules and Regulations" are updated and revised from time to time, so always be sure that you have the most current copy of the "Rules and Regulations" as published by the federal government.

Step 3: Identify Your Prime Sponsor. CETA funding is a local operation. To apply for CETA funds, you must determine which agency is the prime sponsor and where it is located. There are generally three possibilities. Your area will be covered by either a city or county prime sponsor, a consortium prime sponsor, or by a balance of state prime sponsor. If you do not know who covers your area, you may start by locating CETA in the telephone book.

Step 4: Make an Appointment to Talk with the Prime Sponsor's Planner. The CETA planner (or manpower planner) is the key person with whom you will need to deal in your prime sponsor's organization. Every prime sponsor has identified one or more persons as a planner. This person is generally the major source of CETA information from the prime sponsor. It is, therefore, extremely important to get to know and to keep in general contact with this person. This is best done by making personal visits to the prime sponsor's office on a regular basis. The prime sponsor is probably located in your local community. If, however, your prime sponsor covers several cities or counties, the office may be located further from you. In this case, you will need to arrange frequent visits with the prime sponsor's staff as they visit your region.

If your school district has not participated in CETA previously, you should be prepared to tell CETA Staff why you are interested in CETA and what your agency has to offer. In introducing your agency to the planner, you should describe its purpose, size, functions, and activities. Prime sponsors are required to serve those members of the community who are unemployed, underemployed, or economically disadvantaged. To accomplish this goal, prime sponsors are constantly looking for agencies and school districts that can help them carry out this task. If you have not been involved with CETA before, do not assume that all of the activities carried on by your district are known to the CETA staff. Thoroughly explain your current activities to the prime sponsor staff, and let the staff suggest linkages between your program and CETA.

Step 5: Become Familiar with the Operation of CETA in Your Area. Since CETA is usually integrated into the local government structure, it will increase your effectiveness with CETA to work with the political system of which CETA is a part. This may be a new step for you and your district. You may not be familiar with or know how to deal with local political organizations such as the mayor's office, city and county government, the governor's office, and other elected officials. The point to remember is that you must make the first step and visit these agencies. They have the resources that you want to coordinate; therefore, you must provide the initiative. This is the same role that you play with the state and federal government regarding vocational education, but the latter is an established and expected role that has developed over time. The same relationship must be established and nurtured with the prime sponsor.

It is also important for you to become familiar with the organization and function of the Manpower Planning Council. The Manpower Planning Council provides direction to the prime sponsor and is composed of community representatives who advise and make recommendations to the prime sponsor concerning CETA activities. The Manpower Planning Council probably has someone from your area who is designated to represent you. You should identify that person and make plans to develop an ongoing relationship so that you can communicate your needs and obtain representation in the planning process.

You will have to learn about the general budget cycle for your prime sponsor's governing body. You need to know exactly when, in the budget cycle, requests for proposals are issued. If funding for youth programs or training programs occurs at specified times throughout the year, you need to know this so that you can plan accordingly and participate in a timely fashion.

Another step that you should take is to acquaint yourself with the overall role of the governing body which directs the activities of your prime sponsor. For instance, the governing body may be designated as a policy board or the mayor's committee. Whatever its designation, it is the deciding agency to which the prime sponsor reports. This can be confusing because the designation changes from one prime sponsor to another, and it is sometimes difficult to determine exactly who is in charge of the CETA program and where decisions are made. You can obtain information by talking with your prime sponsor's staff and your local elected officials.

There are currently eight titles under the CETA program. A variety of activities are used to provide the services under the eight titles, and the activities vary from one prime sponsor to another. Some prime sponsors operate the program themselves. In other areas, all services are contracted to service providers within their local jurisdiction. Changes occur frequently in the way prime sponsors do business and the contracting procedures are utilized, so you cannot depend on old information.

Local education agencies will be interested in knowing that certain programs under CETA (specifically Title II and Title IV) have legislative provisions that mandate that certain amounts of these funds shall be allocated to youth, and further, that at least 22 percent of the Title IV funds will go to in-school youth. Many prime sponsors, who are alerted to the interest of local education agencies in contracting with the CETA program, want to subcontract with you if you make this interest known.

Step 6: Learn the CETA Funding Process and Method of Submitting Applications. The planner is your key contact for information on submission of an RFP (request for

proposal). However, there are many variations of funding methods used by prime sponsors. Some prime sponsors fund programs only once a year; others fund programs throughout the year. Some have a formal process for submission of an application and others have a casual verbal presentation. This differs from prime sponsor to prime sponsor and from title to title within CETA. Specifics will depend on your prime sponsor.

Whether the process used for listing proposals is formal or informal, a potential bidders list usually exists. This is a notification list that will be sent to all possible contractors under all of the titles of CETA. If your local school district is interested, you should apply in writing to have your district placed on all potential bidders lists. This will ensure that you receive timely notification of all potential opportunities for funding.

Another key task at this time is to make contact with the CETA staff who administer the programs that you think your agency will be applying for under CETA. If, for example, you are going to apply under Title IV to youth programs, you may want to make contact and talk with the youth programs director before a request for proposal is issued. You can establish a relationship with this person who can provide you with a list of past proposals that have been funded, evaluation studies on past programs, and in general help you understand the current program activities in this area. All CETA information is public information and cannot be withheld. You can also obtain advance notice of requests for proposals through contact with the program director. If you always wait for the formal announcement, you will usually not have time to apply properly for most CETA funding. Informal relationships that you develop and maintain with CETA staff will help both your agency and the CETA staff provide top quality programs. Please note that it is your agency that should initiate contact with the prime sponsor. Again, this may be an unfamiliar role for the local education agency, but this act is necessary if you wish to receive funding.

Step 7: Complete and Submit an Application. The two most important considerations for the submission of an application are timeliness and thoroughness. If an application is not timely or if it is not thorough, it probably will not be funded. By contacting your CETA prime sponsor ahead of time and talking with the staff, you can determine deadline dates and also the level of performance required for successful funding. You may also obtain copies of proposals that have been funded in the past to use as models when you develop and submit your own proposal.

Please remember that the formal request for proposal provided by the prime sponsor is not all that is available in the way of technical assistance in preparing an application. You may contact the staff of the prime sponsor to ask for clarification.

Potential applicants for proposals should not think that they have to wait until there is a formal request for proposal to start planning the program for submission. In fact, the best time to start developing an application is when there is no pressure. Request a copy of the last announcement and begin to develop your proposal. Plan for coordination between your Vocational Education Act program and CETA as you develop your proposal. Because you have not waited until the last minute, you can also take your proposed idea to your CETA staff for technical assistance. They can help you coordinate Vocational Education Act and CETA activities that you can submit at proposal time. Please note, however, that once there is a formal announcement of a request for proposal, you cannot receive help from the prime sponsor staff. To help one or more contractors would be unfair, so plan early; check with your prime sponsor's staff and

receive technical assistance as needed. Once the RFP is published, you cannot plan on receiving any additional help from the staff.

Step 8: Be Visible and Active on a Year-Round Basis. Remember that CETA has been around for approximately seven years, and others have already established a relationship with the prime sponsor. Do not be surprised if you are not funded the first time around. Keep yourself visible and informed during the year by becoming involved in the operation of CETA through the prime sponsor. Volunteer to serve on committees, attend the governing board meetings, and become involved. Casual participants who only show up at funding time frequently do not learn about additional funding opportunities as they occur throughout the year or about new programs and requirements. One of the major roles of CETA is the local determination and participation which can occur only if you are involved in decision making. A local education agency should certainly be involved in the operation of the youth council and therefore should submit its name in writing, indicating a willingness to serve.

If you are not successful in being funded, use the time during the year to update your application and find ways to improve it for your next try. Most important, keep in contact with the prime sponsor to see how the employment and training needs of the community are being served throughout the year.

SUMMARY

The original Comprehensive Employment and Training Act and subsequent Amendments, plus the "Rules and Regulations", continue specifically to encourage and require coordination between vocational education programs and those funded under CETA. The impetus for coordination has flowed from the federal level down to the local level and has come from legislators and federal agencies who plan and pay for the delivery of human resource and vocational training programs at the state and federal level.

There has not been widespread interest in coordinating the activities of two or more separately funded programs like CETA and the Vocational Education Act until recently. The legal and administrative impediments to coordination are such that many local human resource planners have chosen not to participate in both programs. Different rules, procedures, budgeting, reporting, and operating philosophies of two different programs have exerted a negative influence on coordination as an activity.

Because of the decentralized operation of CETA, coordination must take place at the local level. The literature is full of position papers that encourage coordination and describe how to coordinate. It is the author's position that, in order to coordinate CETA and vocational education at the local level, a school district must get involved in the operation of both programs. Involvement in CETA necessitates the development of an internal structure which enables communication with an external funding agency such as CETA. A district model that lists the different levels of support needed to successfully fund and operate grants and contracts under CETA has been presented.

CETA has created a new funding structure that is parallel to the existing structure under the Vocational Education Act. The operation of the two is different and, because of this, a great deal of negotiation is required on the part of the local school district as it attempts to operate an employment and training program that is funded concurrently from both funding sources. Established ways of working under the Vocational Education Act (VEA) are not always appropriate or effective with the prime sponsor, which is the mechanism for the decentralized administration of CETA. Funds, as they come to the local level from VEA, are grants, while those that reach the local level from CETA are in the form of contracts with prime sponsors. The difference between a grant and contract demands a completely different operating structure on the part of the local school district, with an emphasis on negotiation. The local school district organizes for negotiation by establishing an internal grants and contracts office.

The local school district is ready to obtain a CETA contract once its internal structure is in place. Detailed steps required to obtain a CETA contract, to establish a working relationship with the prime sponsor, and to participate in the decentralized decision-making process of CETA have been presented. Establishing an effective working relationship with the CETA prime sponsor is necessary for a local school district to obtain CETA contracts and to coordinate CETA programs with its existing VEA funded programs.

APPENDIX

The following appendix is one of a series of Overviews produced by the ERIC Clearinghouse on Adult, Career, and Vocational Education. It is included here to provide basic information on the Comprehensive Employment and Training Act and its various titles.

OVERVIEW: VOCATIONAL EDUCATION AND CETA

This File Sheet gives a basic OVERVIEW of Vocational Education and CETA. It is designed to help increase your understanding of the Comprehensive Employment and Training Act (CETA) and to provide information that will help facilitate coordinated efforts between vocational education and CETA. In addition to this basic information, resources, principally from the Educational Resources Information Center (ERIC) system, have been listed. These resources provide more complete information that can help you develop linkages between vocational education and CETA.

WHAT IS CETA?

CETA (Comprehensive Employment and Training Act), originally passed in 1973 and amended in 1978, is designed to provide job training and employment opportunities for economically disadvantaged, unemployed or underemployed, or in-school persons. The intent of the Act is to improve this population's self-sufficiency by establishing a flexible, coordinated, and decentralized system of federal, state, and local programs. CETA programs are administered by states and/or units of local government with a population in excess of 100,000. These units of local government, referred to as prime sponsors, may be cities, county administrative offices, or a consortium of local government units that choose to function as a single prime sponsor. Those units of local government that do not qualify by virtue of population or that do not choose to be designated a prime sponsor fall under what is known as the balance-of-state. In such cases, the state administration functions as the prime sponsor for the balance-of-state.

WHAT ARE THE CETA TITLES?

The CETA amendments of 1978 consist of eight titles, the first seven of which provide opportunities for vocational education-CETA coordination. The first seven titles are as follows:

- *Title I: Administrative Provisions.* This title describes the types of client services for which CETA funds may be spent and establishes compulsory advisory council memberships. In addition, Title I describes the planning process prime sponsors must follow. Each prime sponsor's comprehensive employment and training plan, which includes a long-term master plan and an annual plan, must contain a detailed description of (1) the methods and organizational arrangements that will be adopted to involve educational agencies, (2) the methods and criteria that will be used to select who will develop services from the inventory of potentially available deliverers, and (3) the arrangements with educational agencies serving youth to participate in the planning processs.

- *Title II: Comprehensive Employment and Training Service.* This title focuses on employment and training opportunities that extend beyond the control of local prime sponsors. The intent of the funding under Title II is for training economically-disadvantaged persons and upgrading and retraining those who traditionally have been limited to low-paying, dead-end jobs. The four parts included under Title II are the following: Part A—Financial Assistance Provisions; Part B—Services for the Economically Disadvantaged; Part C—Upgrading and Retraining; and Part D—Transitional Employment Opportunities for the Economically Disadvantaged.

- *Title III: Special Federal Responsibilities.* This title authorizes a variety of programs and services designed to develop the employability skills of persons with particularly severe disadvantages. Among the groups that are elilgible under Title III are persons with limited English-speaking abilities, handicapped persons, offenders, women, single parents, displaced homemakers, youth, older workers, persons who lack educational credentials, and those receiving public assistance. The programs under Title III generally are administered at the national level by agencies that can provide services to more than one state.

- *Title IV: Youth Programs.* The purpose of this title is to provide a wide range of coordinated employment and training programs for eligible youth in order to provide effectively for comprehensive employment and training services to improve their future employability. There are three parts to Title IV: Part A—Youth Employment Demonstration Programs; Part B—Job Corps; and Part C—Summer Youth Programs.

- *Title V: National Commission for Employment Policy.* This commission is the CETA counterpart of the National Advisory Council on Vocational Education. The Legislation requires that a member of the National Advisory Council on Vocational Education be a member of the Commission. One of the ten designated functions of the commision is to identify, after consultation with the National Advisory Council on Vocational Education, the employment and training and vocational education needs of the nation and assess the extent to which employment and training, vocational education, vocational rehabilitation, and other programs assisted under this and related acts represent a consistent, integrated, and coordinated approach to meeting such needs.

- *Title VI: Countercyclical Public Service Employment Program.* Funds allocated under this title are intended to support persons who are temporarily out of work due to economic conditions. The title mandates that no less than 5 percent of the allocations under the title be devoted to training and employability counseling and services to unemployed persons.

- Title VII: Private Sector Opportunities for the Economically Disadvantaged. The purpose of this title is to demonstrate the effectiveness of a variety of approaches to involve the business community in employment and training activities. Each prime sponsor seeking funds under this title must establish a Private Industry Council (PIC) to include, among others, a representative of local education agencies and institutions; the Council must have a majority representation from business and industry. This PIC must show evidence that comments on planned activities by the prime sponsor planning council have been satisfactorily considered and that the prime sponsor and the PIC both agree to the plan submitted.

HOW COULD VOCATIONAL EDUCATION AND CETA BENEFIT FROM COOPERATION?

Closer coordination between vocational education and CETA serves to benefit both parties. Benefits to the vocational education community include—

- stipends for needy students who require the funds to continue their education;
- improved capabilities to provide needed support services, such as transportation and health services, which might otherwise not be provided;
- increased capacity to provide counseling and guidance services on a more intensified basis, as may be required by disadvantaged students;
- increased involvement of the private sector;
- enhanced capability to provide educational alternatives for those students not succeeding in regular programs;
- increased job-development capabilities of the school's cooperative programs;
- ability to offer services designed to reduce potential dropouts;
- increased outreach capabilities to promote return of out-of-school youth;
- increased contact with external community agencies in the delivery of concerted services to disadvantaged youth;
- increased relevancy of vocational education for the disadvantaged;
- improved placement service opportunities.

Reciprocally, prime sponsors stand to benefit from association with vocational education generally through efficiencies attained by building on the critical mass of the school organization. Such benefits include—

- allowance for prime sponsors to "buy into" regular programs without the necessity of start-up costs for a new program;
- access to school facilities, equipment, and educational resources;
- assurance that educational personnel meet minimum standards through teacher certification;
- preparation for employment through vocational education, the concern of which is consistent with the goal of removing long-term barriers to structural unemployment;
- job-skills orientation through vocational education that should result in improved employability of CETA enrollees;
- capability of vocational education to augment skills training with basic and remedial skills related to the occupational skills being taught--a capability that should enhance the long-term career development of CETA enrollees.

WHAT ARE SOME AREAS FOR POTENTIAL COORDINATION AND COOPERATION?

Competition, rather than cooperation, between vocational education and CETA can lead only to missed opportunities for all parties involved. There are several areas for potential coordination and cooperation, including planning, evaluation, program improvement, technical assistance, and counseling. What follows is a number of ideas that might be implemented in the process of coordinating activities in these areas.

Planning. Both CETA and vocational education legislation call for coordination related to planning. Mutual representation is required on state-level councils that provide advice on the development of plans. In addition, the prime sponsor's planning council includes representatives of vocational education agencies. Coordination efforts in planning might include one or more of the following mutually beneficial activities:

- Vocational education agencies can notify prime sponsors in writing of available services to ensure that they appear on the prime sponsor's inventory of available deliverers of services.
- Prime sponsors can provide labor market projections needed for planning vocational skills training programs.
- Vocational education can provide detailed information on the characteristics of in-school youth in need of CETA services.
- Joint needs assessments can be conducted.
- Goals, objectives, and service-delivery strategies can be jointly developed.
- Vocational education and prime sponsor plans can be jointly reviewed.

Evaluation. Coordination in the area of evaluation could reduce the time and costs associated with data collection and increase the information available for evaluation purposes. An understanding of the respective reporting requirements could pave the way for such joint evaluation activities. Coordinated evaluation efforts could take the form of—

- joint site visits conducted by vocational education and prime sponsor staff;
- vocational education and prime sponsor staff developing a monitoring and evaluation process for the Summer Youth Employment Program;
- local advisory councils on vocational education and prime sponsor planning councils collaborating in actual evaluation efforts.

Program Improvement. The Vocational Education Act authorizes program improvement funds to states for activities such as inservice education, curriculum development, overcoming sex stereotyping, research and development, and support of exemplary and innovative programs. Further, under Title I of CETA in the Governors' Coordination and Special Services Plan, there is a provision for support of model training and employment programs. Fifteen percent of the Title II vocational education set-asides may be used for curriculum development and staff development for prime sponsors. Research and development activities are a part of Title IIIB. Thus, coordinated program improvement activities might include the following:

- Training workshops jointly sponsored by the prime sponsor and vocational education;
- CETA and vocational education counselors collaborating in the design of counseling programs for youth that are geared to eliminate sex-role stereotyping;
- Fundings of prime sponsor and vocational education evaluations reviewed jointly for program improvement implications;
- Information on exemplary and innovative programs shared through the exchange of documents or newsletters.

Technical Assistance. CETA legislation requires governors to make technical assistance available to prime sponsors in the development and implementation of programs. Fifteen percent of the vocational education set-asides may be used to provide technical assistance to vocational education institutions and local education agencies in establishing cooperative arrangements with prime sponsors. Also, vocational education legislation provides for the establishment of cooperative arrangements between public education and employment and training agencies to correlate vocational skills training with labor market demand. Cooperation in providing technical assistance might include the following activities:

- Vocational education and prime sponsor staff can form a task force to assess problems and make recommendations.
- Prime sponsor staff can provide technical assistance related to CETA legislation, regulations, requirements, and operational procedures.
- A liaison or adaptive unit can be created within a state educational agency to provide information and assistance regarding coordination.
- A joint clearinghouse can be set up for sharing of professional publications and technical assistance materials on a regular basis between vocational education and prime sponsors.

Counseling. Guidance and counseling activities are specifically mentioned in both the CETA and vocational education legislation. For example, expanded guidance and counseling services are the goal of demonstration projects under Title III of the CETA legislation. These services are to be offered through vocational resource centers established under the Vocational Education Act. In addition, vocational guidance and counseling efforts are to account for at least 20 percent of funds available to states under the Vocational Education Act for Program Improvement and Supportive Services. Activities that could increase the coordination of counseling services could include the following:

- Prime sponsor representatives can be located in local schools to provide expanded counseling services for disadvantaged youth.
- Regular school guidance counselors may participate in counseling for youth program participants.
- Guidance and counseling may be provided through mobile resource teams that reach students at their work sites.

In these areas and others, coordination and cooperation activities are quite possible. The result of such activities is efficiency and cost effectiveness in the management of programs for both parties, and an enhanced educational training experience for the student.

WHERE CAN YOU FIND FURTHER INFORMATION?

This File Sheet has provided a basic OVERVIEW of vocational education and CETA. If you want more comprehensive information to help you initiate cooperative efforts, the following resources will help you. These materials may be found in the Educational Resources Information Center (ERIC) collection by using the ED number indicated in the resource listing. Also, additional and related materials can always be found in ERIC under the following index terms (Descriptors and Identifiers). (Asterisks indicate the terms most relevant to the subject.)

*Vocational Education
*Comprehensive Employment and Training Act
*Coordination
*Agency Coordination
Training
Disadvantaged
Government School Relationship
School Business Relationship
Federal Programs
Federal Aid
Educational Legislation
Government Role
State Government
State Programs
*Statewide Planning

If you need further help in finding materials, contact the User Services Coordinator, ERIC Clearinghouse on Adult, Career, and Vocational Education, The National Center for Research in Vocational Education, The Ohio State University, 1960 Kenny Road, Columbus, Ohio 43210 (phone 1-614-486-3655 or 1-800-848-4815).

Materials published by the National Center for Research in Vocational Education may be purchased from National Center Publications (same address and telephone numbers as the Clearinghouse).

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